

City of
Gainesville

090741A

Inter-Office Communication

Item No. 1

TO: City Plan Board

DATE: December 7, 2009

FROM: Planning Division Staff

SUBJECT: Petition PB-09-143 LUC. Causseaux, Hewett and Walpole, Inc., agent for Archer Road Development, LLC. Amend the Future Land Use Map from Alachua County Low Density Residential (1-4 DU/acre) to PUD (Planned Use District) and CON (Conservation) to allow an assisted living facility, nursing home, office and medical services. Located in the 4700 block of Archer Road, north side.

Recommendation

Staff recommends approval of Petition PB-09-143 LUC with Conditions

Explanation

This petition is a request for a large-scale land use amendment to change the Future Land Use category from Alachua County Low Density Residential (1-4 DU/acre) to City of Gainesville Planned Use District and Conservation (CON). The subject property is comprised of five separate tax parcels totaling approximately 31.6 acres (MOL). It is located west of I-75 (approximately 2,500 feet or .47 of a mile), on the north side of Archer Road between SW 47th Street and SW 50th Street, which are private roads currently serving existing developments (see Map 1: Proposed Land Uses). The subject property includes five of six parcels which were annexed into city limits on February 5, 2009. This petition will bring the properties under City land use regulations and Comprehensive Plan.

Map 1 also shows the two proposed land use designations: Conservation and Planned Use District. The proposed area for Conservation Land use is approximately 6.85 acres lying in the northwestern portion of the site; it abuts the Lake Kanapaha conservation/recreation area to the west, and was included as part of the Alachua County Strategic Ecosystem designation. The remaining land, 24.75 acres is proposed for a Planned Use District.

Key Issues

The following are important issues associated with the requested PUD and Conservation land use amendment:

1. Designating the western portion of the site (6.85 acres) as Conservation to protect environmental features (including flood channel area and significant trees) on the site.
2. Ensuring the ability to provide safe adequate and efficient transportation routes to serve the area and surrounding development and identifying the number and location of access point to the subject development.
3. Establishing a compatible density and intensity for the proposed development.

Conservation Land Use:

The Conservation portion of the requested land use change, as shown on Map 1, is designated to protect the environmental features on the site and on adjacent properties. One example of an important adjacent environmental area is the Lake Kanapaha conservation/recreation area to the west. The applicant has also submitted a proposal to establish a conservation easement, which includes protection of the freshwater marsh and wetlands abutting Lake Kanapaha as well as other sensitive natural features such as the adjacent upland hardwood forest. As development activities become imminent, the designation is further designed to maintain existing natural conditions, natural vegetation and to maintain and enhance water quality and wildlife as well as those natural conditions within the easement.

The conservation area is largely in the 10-year flood channel, with some areas in the 100-year flood plain and others designated as wetlands with a healthy wetland function. The area has a gently westward sloping topography ranging in elevation from 80 feet on the east to about 60 feet at the edge of the lake, dropping to as low as 58 feet. Most of the area designated as Conservation was included in the Alachua County Hogtown Prairie Strategic Ecosystem. The southeast portion of the conservation area is characterized by many large tree species with diameters up to 72 inches. Many of the largest tree species will be preserved in the proposed Conservation area. It is anticipated that protection and maintenance of significant trees, (particularly Heritage and Champion Trees) will have to be protected during the rezoning and development review process. Several exotic, invasive species, included bamboo, air potato, and tallow trees were noted on the property by the City's Environmental Coordinator.

Condition: 1.

The Planned Development zoning shall ensure development and maintenance of the conservation area in a manner consistent with the environmental characteristics of the area and the comprehensive plan.

Condition: 2.

A Conservation Easement shall be executed during the rezoning process to address development activities, allowable uses, a management plan and maintenance of the easement.

The following Goals, Objectives and Policies establish the basis for the conservation designation and the need to establish protection and maintenance regulations.

Goal 1.

ESTABLISH AND MAINTAIN AN INTEGRATED AND URBAN-DEFINING OPEN SPACE NETWORK THAT PROTECTS AND CONSERVES KEY ENVIRONMENTAL FEATURES.

Policy 1.1.3

The City shall keep in force land development regulations that require new developments to dedicate land and easements, within federal constitutional guidelines, particularly for the creation of buffers along and around surface waters and natural reservations and to facilitate the development of greenways and other open space.

090741A

GOAL 2

MITIGATE THE EFFECTS OF GROWTH AND DEVELOPMENT ON ENVIRONMENTAL RESOURCES.

Policy 2.4.10

The City shall protect floodplains through existing land development regulations that at a minimum:

- a. Prohibit development within the flood channel or floodplain without a City permit;
- e. Prohibit development within the floodplain that would reduce the capacity of the floodplain;
- f. Prohibit development that would cause or create harmful soil erosion, stagnant water, and irreversible harmful impacts on existing flora and fauna;

Policy 2.4.12

At a minimum, conservation strategies for significant natural communities shall include:

- a. Required conservation of native upland natural communities;

Policy 3.1.7

The City shall continue to have land development regulations that protect heritage and champion trees as an important community resource.....

Policy 4.1.1

This category identifies areas environmentally unsuited to urban development, permanent buffers between land uses, areas used for passive recreation and nature parks.

Planned Use District:

The applicant is requesting a land use change from Alachua County Low Density Residential (1-4 DU/acre) to Conservation and PUD; Map 1 shows the portion of the development intended to be designated as PUD. The proposed Planned Use District is approximately 24.75 acres occupying the eastern and southern portions of the property which abuts SW Archer Road and SW 47th Street. The property is primarily undeveloped except for a few abandoned single-family dwellings in very dilapidated condition. The property is located south of an existing Mobile Home development and is bounded by condominiums to the east and the Lake Kanapaha conservation/recreation area to the west. To the south, across SW Archer Road are some multi-family residential, older single-family dwellings and vacant parcels.

090741A

Parcels to the north, east, south and west of this property are in unincorporated Alachua County and are controlled by the County's Land Use and Zoning regulations. The property is also located near the SW Archer Road/Butler Plaza commercial area (approximately ½ mile distance), which provides both shopping and employment opportunities. Housing in this area is a mixture of condominiums, townhomes, mobile homes, and older single-family dwellings. The predominant housing types are condominiums and mobile homes. The property is within ten miles of two major medical facilities, Shands Teaching Hospital to the east and the North Florida Regional Medical Center to the north.

Under the PUD land use, the applicant is proposing 60,000 square feet of floor area to accommodate a maximum 300-bed Assisted Living Facility (ALF), a 75,000 square foot Skilled Nursing Facility (SNF) and 15,000 square feet for medical and office uses. The intended uses of institutional residential (adult care and living), supportive medical and offices are considered consistent with the intent of the PUD as indicated in the following reference: "...The category is created to allow the consideration of unique, innovative or narrowly construed land use proposals that because of the specificity of the land use regulations can be found to be compatible with the character of the surrounding land uses and environmental conditions of the subject land. This district allows a mix of residential and non-residential uses and/or unique design features which might otherwise not be allowed in the underlying land use category..." A comparison of existing surrounding uses with proposed uses shows that there is a close relationship among uses and a strong supportive function which will result in a consistent and compatible co-existence of the PUD with surrounding uses. The proposal is also considered compatible and consistent with the Comprehensive Plan when it is viewed from a regional perspective and considering Florida's status as a retirement state.

As expressed in the application documentation, the PUD will provide a mix of institutional based residential and supportive non-residential uses at an intensity and density specific to the site. While those intended uses and proposed density/intensity are consistent with the City's Office Land use designation, the PUD is selected because it provides for more specific controls, greater flexibility and designs of regulations more specific to the subject property. It enables implementation of special attention to allowable uses and density/intensity of uses in a more specific and granular level. The PUD further offers the ability to address the more specific aspect of the site such as environmental, transportation and relationship of the site to surrounding developments.

Condition 3.

Except as provided herein and in the PD rezoning, the land use standards shall be in accordance with the Office land use designation in the Comprehensive Plan. The PD rezoning shall address specific allowed uses relative to the broader land use category listed herein.

Condition 4.

The Planned Use District shall allow the following maximum intensity of uses:

1. The Skilled Nursing Facility shall have a maximum of 80,000 square feet of floor area with a maximum of 400 beds.
2. The Assisted Living Facility shall have a maximum of 80,000 square feet of floor area.
3. A maximum of 20,000 square feet of floor area shall be allowed for Medical and general Office uses.

090741A

Condition 5.

In addition to the amount of open space set aside by the Conservation land use, the development should provide a minimum of 5 percent of the PUD portion of the property as active useable open space within easy access to residents.

Condition 6.

The PD shall require building placement and orientation along SW Archer Road as part of the first phase of the development. The PD shall also prescribe additional regulations concerning setbacks, build-to line, building orientation, design and street frontage development.

Staff is currently reviewing a complementary PD rezoning for a Skilled Nursing facility (SNF), an Assisted Living facility (ALF), Medical facilities and Office uses to implement the Planned Use District land use designation. It is anticipated that the rezoning application will be presented to the board prior to adoption of the PUD Land Use.

Urban Services

SW Archer Road, which abuts the southern portion of the property, is a major 4-lane arterial also known as State Road 24. There are sidewalks on both sides of SW Archer Road and the Regional Transit System (RTS) services this area with Route 75. There are transit stops for both eastbound (immediately across the street on Archer Road) and westbound (at SW 47th Street close to the property line) directions. Transit service is available to the site from 6:00 a.m. to 8:16 p.m. with 35 minute headways during the a.m. peak hours from 6:00 a.m. to 10:00 a.m. and p.m. peak hours from 5:40 p.m. to 8:16 p.m. Off peak service headways are every 53 minutes. Transit route 75 circulates from North Florida Regional Medical Center/Oaks Mall to Butler Plaza, with opportunities for transfers at both end points.

Centralized potable water and wastewater service is already available from Gainesville Regional Utilities (GRU) to serve the property (the parcel immediately to the east (The Gables Condominiums) is served by GRU. Solid waste collection and recycling services are also available to the subject property.

The following public schools are zoned for the area where the property is located: Idyllwild Elementary, Kanapaha Middle School, and Gainesville High School. Based on the capacity of Alachua County public schools there are no anticipated negative impacts from the proposed increased density. Due to the nature of the project, it is not expected to have an impact on the listed schools.

Environmental issues and constraints

The site is adjacent to a major environmental feature, the Lake Kanapaha conservation/recreation area to the west. It also contains a significant number of mature Heritage and Champion trees. Through the designation of a conservation easement over the western portion of the site, the amendment has established a buffer area and consistency with the elements of the Comprehensive Plan,

Condition 7.

The PD rezoning shall establish standards for tree protection and preservation, upland development and required useable open space.

Transportation

The property has approximately 600 feet of frontage along SW Archer Road which affords excellent opportunities for accessibility to this major east west corridor across the southern portions of the city. The subject property also has an eastern boundary with SW 47th Street which is an existing 20 to 30 foot wide private road. West of the property is another narrow private road, SW 50th Street which starts at Archer Road and terminates into the western portion of the property. One additional driveway with access to Archer Road is proposed between the existing SW 47th Street and the western property boundary; which is intended to function as a secondary route carrying approximately 20% of the project's traffic.

SW Archer Road is currently operating at a deficient level of service when reserved trips (held by Alachua County) are considered. Due to the recent passage of Senate Bill 360 in 2009, areas within Gainesville city limits are included in a State-mandated Transportation Concurrency Exception Area (TCEA) when Gainesville was designated as a Dense Urban Land Area (DULA).

A separate comprehensive plan amendment to the City's Concurrency Management Element will designate this property into a TCEA Zone (proposed for new Zone D) with requirements to fund transportation. When development occurs on the parcels, the developer will be required to mitigate the impact of the associated trips by meeting the appropriate Concurrency Management Element standards for the proposed TCEA zone.

Due to the nature of the proposed PUD, the project will require easy and efficient access to and from the major road network for general automobile trips and emergency services. Accessibility to mass transit services for some residents of the ALF is also important as well as travel and transportation routes to major health care facilities, retail and entertainment services in the area. Given the location of the property and the ability to be service by multiple modes of transportation, the proposed Future Land Use Designation for the subject property is consistent and compatible with the Comprehensive Plan.

One concern staff has is ensuring accessibility and an efficient transportation network to the existing undeveloped properties which do not front SW Archer Road. The property is one of a number of parcels along Archer Road which forms the base of a larger triangular area of undeveloped parcels bounded by I-75 to the East and Northeast, Lake Kanapaha and the conservation area to the West and Northwest. Both of those physical boundaries prevent accessibility to the area, leaving SW Archer Road as the only frontage from which this largely undeveloped parcel can be accessed. This Planned Use District land use change should ensure that development proceeds in a manner that would not limit the future development of an efficient transportation network to serve the undeveloped areas to the north.

Condition 8.

The PD zoning shall provide for the design and implementation of safe adequate and efficient transportation network to the subject property and surrounding development consistent with the Comprehensive Plan.

Condition 9.

The PD zoning shall provide a minimum of 50 feet of right-of-way to facilitate needed and planned transportation routes to surrounding areas.

Condition 10.

The PD zoning shall ensure a designed that would facilitate implementation of a gridded street system and allow connectivity routes to adjacent and surrounding developments. Additionally, the development shall be required to participate proportionally towards the placement and construction of mass transit stops commensurate with its impact and use of mass transit.

Transportation: Goals Objectives and Policies**Transportation Objective 1.2**

Ensure that future land use map designations promote transportation objectives by designating residential development of sufficient density in appropriate locations to support transportation choice.

Objective 1.4

Protect existing and future rights-of-way from building encroachment to the extent that doing so promotes transportation choice.

Policy 1.4.1

By 2005, the City shall continue to work with FDOT, MTPO, and Alachua County to identify future transportation rights-of-way and to provide for development regulations and acquisition programs which will protect such corridors for their intended future use. Such protection and long-range planning shall include pedestrian, bicycle, car, and transit facilities.

Financial Feasibility

Planning staff finds this amendment financially feasible on the following bases:

- a. The parcels are anticipated to be in a State-mandated TCEA and, at the development plan stage, the Concurrency Management Element will require that certain standards and mitigation be met to fund mobility. Transit service is currently available to the site and connects it to two major activity/employment centers along with the ability to transfer to bus routes serving the University of Florida.
- b. Potable water and wastewater capacity is available to serve the development at adopted levels of service.
- c. Stormwater management level of service for both quality and quantity will be required as part of the development plan review.
- d. School capacity exists to serve the development.

Consistency with the Comprehensive Plan

The project has been shown to be consistent with several goals, objectives and policies of the comprehensive plan. In particular, Policy 4.1.3 of the Future Land Use Element provides guidance for proposed changes to the Future Land Use Map. Planning staff finds that the proposed change to Conservation and Planned Use District for these parcels can be supported for several reasons:

1. The split land use of Planned Use District and Conservation provides an overall compatibility that is best suited for the land characteristics as substantiated above.
2. The Planned Use District land use area is compatible with both the use and designations of adjacent properties to the north, south (across SW Archer Road), and east.
3. The Conservation land use designation for portions of the property protects the valuable ecosystem and flood channel area abutting Lake Kanapaha. In addition, large areas of heritage trees are also preserved.
4. The site is an urban infill parcel with surrounding development to the north, east, and south. The western portion of the property is protected with Conservation designation.
5. The land use change to Conservation for a portion of this property is in the best interest of the City to protect valuable ecosystem and protect flood zone areas. The PUD designation for specific uses at the specified intensities is consistent surrounding developments and with development trends of the general area. It is within close proximity to the University of Florida, the Butler Plaza commercial area, existing mass transit routes, the I-75 transportation corridor, and the availability of existing urban services. The nature of the development and proposed intensities is also supportive of the existing mass transit system.

090741A

City Plan Board
Petition PB-09-143 LUC
December 7, 2009


Applicant Information	Causseaux, Hewett & Walpole, Inc., agent for Archer Road Development, LLC and Eaglesrock International, LLC. (See attached applicant report.
Request	Causseaux, Hewett and Walpole, Inc., agent for Archer Road Development, LLC. Amend the Future Land Use Map from Alachua County Low Density Residential (1-4 DU/acre) to PUD (Planned Use District) and CON (Conservation) to allow an assisted living facility, nursing home, office and medical services. Located in the 4700 block of Archer Road, north side.
Existing Land Use Plan Classification	Alachua County Low Density Residential (1-4 DU per acre)
Existing Zoning	Alachua County R-1a and R-1c
Purpose of Request	Amend the land use to bring it under the City of Gainesville land use regulations.
Location	4700 block of Archer Road, north side.
Size	31.6 acres MOL
Existing Use	Vacant except for a few abandoned, dilapidated houses
Surrounding Land Uses	
North:	Mobile Home Park
South:	Across SW Archer Road are some multi-family residential, older single-family dwellings and vacant parcels.
East:	Condominium development
West:	Single-family dwellings and Alachua County Park and Conservation area

090741A

City Plan Board
Petition PB-09-143 LUC
December 7, 2009

Surrounding Controls	Existing Zoning	Land Use Plan
North	Al. Co. Manufactured/Mobile Home Park (RM)	Al. Co. Medium Residential
South	Al. Co. R-1A; R2	Al. Co. Residential Low and Medium
East	Al. Co. R2	Al. Co. Residential Medium
West	Al. Co. C1 and R-1C	Al. Co. Residential Low and Recreation

Respectfully submitted,



Ralph Hilliard
Planning Manager

RH: LDC